

Committee: Environment

Agenda Item

Date: 18th November 2008

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Title: **Adoption of the Joint Municipal Waste Management Strategy for Essex.**

Author: Ron Pridham, Head of Street Services, 01799 510597 Item for decision

Summary

1. The Essex Joint Municipal Waste Management Strategy (JMWMS) has been developed by the Districts, Boroughs, Southend-on-Sea and Essex County Council as the Essex Waste Partnership. The JMWMS was subject to an extensive consultation period earlier in the year (18 February until 5 May 2008)
2. The outcome of the public consultation exercise was broadly to accept the strategy as set out, and this was formally adopted by the Southend-on-Sea and Essex County Councils at their recent Council meetings.
3. The strategy is crucial to the future management of waste within the County. It will determine the way forward in terms of procuring the infrastructure for waste collection and disposal for the next 25 years as well as meeting the statutory requirement (Waste & Emissions Trading Act 2003) to join with the County Council in the production and adoption of a joint waste strategy.

Recommendations

4. To Recommend to Council that the Joint Municipal Waste Management Strategy for Essex be adopted by Uttlesford Council.

Background Papers

5. The following papers were referred to by the author in the preparation of this report and are available for inspection from the author of the report. These reports are available in the member's room and the links below:
 - Joint Municipal Waste Management Strategy for Essex;
http://www.essexcc.gov.uk/vip8/ecc/ECCWebsite/content/binaries/documents/ESSEX_WASTE_STRATEGY_V3.pdf?channelOid=null
 - Final Report on the Essex Waste Strategy Consultation;
http://www.essexcc.gov.uk/vip8/ecc/ECCWebsite/content/binaries/documents/Essex_Waste_Strategy_Consultation_Report.pdf?channelOid=null

- Strategic Environmental Assessment (SEA),
http://www.essexcc.gov.uk/vip8/ecc/ECCWebsite/content/binaries/documents/Environment_Report_050208_rev_3_2.pdf?channelOid=null

Impact

6.

Communication/Consultation	The JMWMS public consultation exercises were conducted during 2002 (War on Waste) 2005 and most recently during the early part of 2008 and the outcomes have informed the development of the JMWMS. The strategy brings together the views of the public, key stakeholders and the Essex authorities and sets out options for how waste should be managed in the future.
Community Safety	None
Equalities	<p>The key areas where waste and recycling activities impact on equality and diversity:</p> <ul style="list-style-type: none"> • Direct service provision by the Waste collection Authority and the Recycling Centres for Household Waste . • Promotional campaigns and waste education. <p>The Essex Waste Partnership will ensure that services and information are appropriate and accessible to everyone. This will be monitored annually through the strategy's action plan.</p>
Finance	Adoption of the JMWMS has no direct financial implications. The implementation of the Strategy would be through an action plan, developed and delivered through service delivery plans for each authority. The service delivery plans and the inter-authority agreements will be coming to the Environment Committee early 2009.
Human Rights	None
Legal implications	The Council is required by statute (Waste & Emissions Trading Act 2003) to join with the County Council in the production and adoption of a joint waste strategy.

Sustainability	This meets the Councils Visions and Goals of Protecting and Enhancing the Environment.
Ward-specific impacts	None
Workforce/Workplace	None

Situation

7. The Joint Municipal Waste Management Strategy (JMWMS) has been developed by the thirteen waste authorities of Essex, comprising Essex County Council, as the Waste Disposal Authority (WDA), and the twelve District and Borough Councils, as the Waste Collection Authorities (WCAs), in Essex. It constitutes a 25 year plan for the future of recycling and waste management in Essex.
8. In 2002 the County Council, the District and Borough Councils together with the unitary authority of Southend-on-Sea set up an advisory board to examine how to deal with municipal waste in Essex over the next two decades. This Waste Management Advisory Board (WMAB) has looked at the current and future challenges regarding waste and has examined a range of ways of dealing with it. The WMAB has always believed strongly in the importance of involving the people of Essex in the development of this strategy. Consequently public consultation exercises were conducted during 2002, 2005 and 2008.
9. The successful delivery of the Strategy rests, to a significant degree, on the willingness and desire of the Essex Waste Partnership and householders to work together to take responsibility for their waste. Therefore, the involvement of the community is of paramount importance to the development of the Strategy. The recent consultation programme on the Strategy was launched on 18 February and ended in early May 2008. This programme included public and stakeholder consultation on the draft strategy and also on the Strategic Environmental Assessment (SEA) Environmental Report, which assessed the sustainability impact of various waste collection and disposal options.

Summary of the Strategy

10. The Strategy includes a number of key themes for the management of municipal waste in Essex.
 - We will work hard to **reduce** the amount of waste produced in the first place and **reuse** more of the waste that is produced.
 - Our ambition is to achieve 60% **recycling** of household waste by 2020. This could be achieved through a combination of further improvement in the performance of recycling and composting kerbside collection schemes and the Recycling Centres for Household Waste, and the recovery of

recyclable materials through new treatment plants.

- We favour **composting** technologies such as **anaerobic digestion** (AD), for source segregated organic wastes. AD is a form of biotreatment and produces a gas which can be used to generate 100% renewable electricity.
- Whilst we can work on reducing the amount of waste produced and recycling as much of it as possible, there will always be some waste that still needs to be disposed of. For this we propose to introduce new treatment plants using Mechanical Biological Treatment (MBT). MBT processes any 'black bag' waste and recovers further material for recycling. Part of the remaining material can either be manufactured into a fuel for energy production or can be sent to landfill.
- The strategy suggests that the use of Solid Recovered Fuel (SRF) should be explored since it provides energy which can be supplied back into the national grid and heat which could be used for other commercial purposes. This would have financial and climate change benefits, when compared to landfilling, and reduces even further reliance upon landfill.

Background to Strategy Consultations

11. The consultation in 2002 (War on Waste) involved gaining the views on six different options for waste management and showed how the options compared against a range of criteria, such as impact on the environment, feasibility, ability to meet government targets and cost. The consultation indicated that Essex residents want to see a strategy that diverts as much waste as possible from landfill, but by the provision of high levels of recycling and composting and not through mass burn incineration (i.e. the burning of all waste)
12. In 2005 a draft JMWMS was produced and that the strategy should have public and industry support and so a further round of consultation was undertaken. It was concluded from this exercise that the fundamental approach, based on high recycling with biotreatment had broad support across of stakeholders.
13. As a result in changes in legislation, the Governments Waste Strategy for England 2007 and the need to consult on the use of MBT technology and the method of dealing with the outcomes of this process a further consultation was carried out between February and May 2008. This programme included public and stakeholder consultation on the draft strategy and also on the Strategic Environmental Assessment (SEA) Environmental Report, which assessed the sustainability impact of various waste collection and disposal options.
14. The 2008 public consultation exercise was considerable and included:
 - an article and questionnaire in the Essex Works magazine;
 - 25 road shows throughout the county, supported by district officers

- DVD animation produced to explain strategy options to people;
 - focus groups held and in particular targeting 'hard to reach groups';
 - over 107 key stakeholders were individually written to with copies of the key documents included on a CD;
 - 283 Parish and Town Councils were written to with key documents included on a CD;
 - presentation to the Young Essex Assembly;
 - the strategy and Strategic Environmental Assessment (SEA) documents were available in all libraries;
 - online questionnaire, all key documents and further information available on the Essex Works website.
15. Around 4,500 questionnaires were returned with the key responses being as follows:
- (a) 83% state that they recycle as much as possible (higher than in previous surveys)
 - (b) 80% thought that it would be 'very easy' or 'fairly easy' to assist the Partnership in attaining its 60% aspirational recycling target
 - (c) 84% either strongly or tended to agree with the use of MBT technology to treat residual waste rather than sending it to landfill; and
 - (d) 88% stated a preference of using SRF to produce energy rather than sending it to landfill.
16. There were concerns raised, particularly regarding the reliance upon technology to provide solutions rather than continuing to encourage householder participation through the provision of more local recycling facilities. In addition, and perhaps not unsurprisingly, the possible use of energy from waste plants burning the output from the MBT plants raised concerns due to peoples' perception that this was no different to mass burn incineration of waste with all the issues surrounding that.

Strategic Environmental Assessment (SEA)

17. As part of the statutory process for the adoption of strategies of this nature, an SEA was also undertaken. This was a complex exercise taking into account a wide range of issues and considering different options.
18. The consultants, 'Eunomia Research & Consulting' is supportive of the approach of the JMWMS. The SEA process requires that the environmental effects of the strategy should be monitored such that unforeseen effects can be identified at an early stage and appropriate remedial actions taken. The SEA puts forward a monitoring plan and in so doing recognises the burdens placed on councils in gathering the data required. The monitoring arrangements are set out from page 118 of the SEA report.

Next Steps and Timetable

19. The County Council adopted the JMWMS at Full Council on the 15 July 2008. The Essex District and Borough Councils will consider the Strategy for adoption through their governance processes by the end of 2008.
20. Key aspect to the implementation of the Strategy will be the development of an Action Plan to provide more details on how Essex authorities will deliver the key targets and activities outlined in the Strategy.
21. This action plan will be supported by service delivery plans and inter authority agreements for each authority. These Inter Authority Agreements will be subject to Council approval in early 2009.
22. The action plan will be subject to annual monitoring and reviews, reported to the Partnership through the Waste Management Advisory Board and the Area Waste Management Joint Committees
23. The Strategy itself will also be subject to review every three to five years by the Partnership. Significant changes to the Strategy, its objectives or targets, would need to be agreed by each partner authority through their relevant governance process and may involve further public consultation.

Risk Analysis

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Risk	Likelihood	Impact	Mitigating actions
If the JMWMS is not adopted by this Council then the council would have to develop a strategy in conjunction with Essex County Council for the disposal of Uttlesford's household waste.	0 Uttlesford has already adopted a Draft JMWMS for Essex in 2005.	4 Any future funding from ECC and any partnership funding we would hope to achieve may be compromised.	Adoption the JMWMS of Essex